First Steps Statewide Evaluation System

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INTRODUCTION

Outcomes and a Program Logic Model Framework for Evaluating the Impact of the First Steps Early Intervention System On Families, Children, and Communities

Indiana's First Steps Early Intervention System serves thousands of children and families each year, and has grown dramatically since its inception. Because of the success First Steps has experienced in finding and identifying children and families who are in need of early intervention services, it is time to ask the question:

What impact is Indiana's First Steps Early Intervention System having on the children, families, children and communities?

To answer this question, the Bureau of Child Development, Division of Families and Children, Family and Social Services Administration, is sponsoring the development of a statewide, outcomes-based evaluation system for its First Steps Early Intervention System. The goal of this effort is to develop an evaluation system that:

- assesses the impact of First Steps services on families, children, and communities.
- is implemented locally, throughout Indiana, and
- embeds data collection procedures into the ongoing service routines.

The Bureau of Child Development undertook this task for several reasons. First, a statewide, outcomes-based evaluation system will enable documentation and communication of the benefits of First Steps to major decision-makers at local and state levels. Second, it will help expand the focus beyond compliance with the law to include service quality. Third, it will provide information for improving services, particularly in tying training efforts to supporting desired outcomes. Finally, a statewide evaluation system will provide the information needed to continuously plan for the future.

This effort began this past year, and will carry into the next year. There are four major phases in the development of this statewide evaluation system:

- 1. Identify important child, family, and community outcomes and benefits for evaluating the impact of First Steps.
- 2. Develop a data collection system for assessing the extent to which First Steps early intervention services are accomplishing the selected outcomes.
- 3. Pilot the measurement and reporting system in select counties.
- 4. Support the statewide implementation of the evaluation system.

The first phase has been completed through the efforts of the Indiana Institute on Disability and Community's Early Childhood Center. Seventeen regional forums were held throughout Indiana to seek the input of family members, providers, and local decision-makers. In addition, input was sought from family members associated with IN*Source's Regional Parent Resource network and from early childhood program administrators. This input was collected and drafted into a set of family, child and community outcomes that were posted for public comment. A second draft was then developed and provided to members of the Governor's Interagency Coordinating Council (ICC) and its Task Force for their review and recommendations. As a result of their deliberations, the ICC recommended nine family, child and community outcomes to be used as the initial focus of the First Steps evaluation system.

The Program Logic Model

A "program logic model" has been adopted as the framework for designing the First Steps evaluation system (please refer to a 1996 United Way publication entitled, "Measuring program outcomes: A practical approach." for information about this model). This framework includes the following elements that highlight the major system components, activities, and desired benefits of the First Steps system:

- Resources and Inputs: resources dedicated and consumed by the First Steps system;
- Activities: activities carried out to fulfill the First Steps mission;
- Outputs: products of the activities, which along with Resources and Activities summarize the major elements of the First Steps system to be evaluated;
- **Initial Outcomes**: benefits immediately experienced by the consumers of the First Steps system, often involving changes in knowledge or skills;
 - **Intermediate Outcomes:** outcomes which link the initial and longer-term outcomes, and generally involve changes in the behavior of the participants; and
- **Longer-term Outcomes**: desired, ultimate, outcomes or benefits of the First Steps system.

The first section of this document presents the nine child, family, and community outcomes identified during the first phase of this project. They are presented within the framework of a "program logic model". Revisions have been made to earlier drafts, primarily in identifying initial, intermediate, and long term outcomes for each of the nine systemwide outcomes.

The second section of this document presents the measurable indicators for all initial and intermediate outcomes for each of the nine system outcomes. These measurable indicators come from the work of staff at the Indiana Institute on Disability and Community and members of the ICC Task Force. Measurable indicators represent observable markers of the identified outcomes.

The third and final section of this document presents five questionnaires that have been developed to collect the data needed for assessing First Steps impact. The questionnaires were designed by staff at the Indiana Institute on Disability and Community, with technical support from Indiana University's Center on Survey Research, to assess whether or not each measurable indicator was present for all individual children and families. Two additional questionnaires are still to be developed: a longitudinal follow-up survey that would be mailed to families 1-2 years after they have exited First Steps; and a community survey that would be implemented by FSSA once every two years. Together, these measurement tools will reflect the means for collecting the data needed for assessing the impact of First Steps on children, families, and communities

At this point time, we are very much interested in your comments concerning the proposed questionnaires.

- Is each questionnaire clear and understandable?
- Do the items reflect the outcomes and measurable indicators presented in Sections 1 and 2?
- Do you think each questionnaire could be administered relatively easily and quickly? Does it seem too long? Cumbersome?
- Other comments and suggestions?

Following this comment period, and reviews from national experts, staff from the Early Childhood Center will move to the next phase in the development of the statewide evaluation system: piloting the questionnaires in 4 counties.

Outcome #1: Children attain essential and important developmental skills

Resources &	Activities	Outnuts	Outcomes (Participant benefits)		
Inputs	Activities	Outputs	Initial Outcomes	Intermediate Outcomes	Longer-term Outcomes
Resources dedicated and consumed by First Steps system: • Funding for:	Activities carried out to fulfill First Steps mission: • Assess family concerns and priorities concerning their child's development • Assess individual child strengths and needs • Develop and review the Individual Family Services Plan (IFSP) • Provide a comprehensive array of early intervention services • Provide training on targeting developmental skills	Products of system activities: • Assessments of family concerns and priorities about their child's development, and individual child strengths and needs are conducted • Number of IFSP outcomes targeting developmental skills • A variety of different early intervention services are provided • Frequency and intensity of services provided • Number of hours of service received • Personnel attend training on targeting developmental skills	Children attain essential and important developmental skills in the areas of: Cognition Communication Fine Motor Gross Motor Self Help Social/Emotional	 Children function more independently in everyday routines, activities, and places Children do not need, or need fewer, specialized services in the future 	Children grow up to become self-sufficient and contributing members of society

Outcome #2: Children participate in inclusive community activities, settings, and routines

Resources &	Activities Outputs Living			Outcomes (Participant benefits)		
Inputs	Activities	Outputs	Initial Outcomes	Intermediate Outcomes	Longer-term Outcomes	
Resources dedicated and consumed by First Steps system: • Funding for:	Activities carried out to fulfill First Steps mission: • Assess family concerns and priorities concerning community inclusion • Develop and review IFSP • Deliver early intervention services in everyday routines, activities, and places • Outreach and support community programs and settings to welcome and include children with disabilities	Products of system activities: • Assessments of family concerns and priorities concerning community inclusion are conducted • Number of IFSP outcomes targeting community participation and inclusion • Services are delivered in everyday routines, activities, and places • A number and variety of community outreach/support activities are conducted • Community activities and settings are outreached and supported	Children spend time in inclusive community activities, settings, and routines	Children participate in inclusive community activities, settings, and routines	Children are welcomed and valued members of their community Children grow up to become self-sufficient and contributing members of society	

Outcome #3: Children (and families) are safe, healthy, and well nourished

Resources &	Activities	Outputs	Outcomes (Participant benefits)		
Inputs	Activities	Outputs	Initial Outcomes	Intermediate Outcomes	Longer-term Outcomes
Resources dedicated and consumed by First Steps system: • Funding for:	Activities carried out to fulfill First Steps mission: • Assess family concerns and priorities concerning health, safety, and well being • Develop and review Individualized Family Services Plan • Provide early intervention services that enhance the health, safety, and nutritional diet of children • Link families with outside health and nutritional resources • Provide parent training and education around nutrition, health and safety	Products of system activities: • Assessment of family concerns and priorities concerning health, safety and well being are conducted • Number of IFSP outcomes targeting health, safety, and nutrition • Services provided address health, safety, and nutrition-related outcomes • Families are linked with outside health and nutritional resources when needed • Families attend training and/or access other educational opportunities	Families know about available safety, nutritional, health care and insurance services and programs	Children and families receive regular, comprehensive, preventive, acute and chronic health care services Families keep their children safe and healthy	Children (and families) are safe, healthy, and well nourished

Outcome #4: Families participate as members of the early intervention team and carry out recommendations that help them to help their child

Resources &	A -42-24	044	Outcomes (Participant benefits)		
Inputs	Activities	Outputs	Initial Outcomes	Intermediate Outcomes	Longer-term Outcomes
Resources dedicated and consumed by First Steps system: • Funding for:	Activities carried out to fulfill First Steps mission: • Provide early intervention services that respect family choices and support their involvement • Assess family concerns and priorities • Develop and review IFSPs collaboratively • Provide educational support for families to learn how to be collaborative team members and to carry out team recommendations	Products of system activities: • Family involvement and choices are supported and respected by all members of the team • Family concerns and priorities are assessed • IFSP outcomes are proposed both by families and professionals • Number of IFSPs with outcomes that have family agreement • Families attend training and/or access other educational opportunities	Families know about the roles and actions they can take as members of their family's early intervention team Families participate as members of the early intervention team and carry out recommendations that help them to help their child	Families participate as members of individual service planning teams outside of the First Steps system (e.g., case conference team, transition)	Families support and respect their children's participation and decision-making on future individual service planning teams

Outcome #5: Families are connected to other families and natural community supports for emotional support

Resources &	A adicidica	Outnuts	Outcomes (Participant benefits)			
Inputs	Activities	Outputs	Initial Outcomes	Intermediate Outcomes	Longer-term Outcomes	
Resources dedicated and consumed by First Steps system: • Funding for:	Activities carried out to fulfill First Steps mission: • Assess family concerns and priorities • Develop and review Individual Family Services Plan • Provide early intervention services (service coordination) that connect families to natural supports • Provide inservice training for providers and family members	Products of system activities: • Family concerns and priorities concerning need for emotional support are assessed • Number of IFSP outcomes targeting connecting families with natural supports • Number of hours of service targeting connecting families to natural supports provided • Number of hours of family training and education provided • Families attend training and educational opportunities	Families know about other families and community resources and how to access and make use of these supports when they choose or need them	Families seek out and access other families and/or community resources when needed for emotional support	Families are connected to other families and natural community supports for emotional support Families express that they have the informal/formal social and emotional supports they need to face life's challenges	

Outcome #6: Families advocate by exercising their rights in requesting and choosing goals, services, and supports.

Resources &	Activities	Outputs				
Inputs	Activities	Outputs	Initial Outcomes	Initial Outcomes Intermediate Outcomes		
Resources dedicated and consumed by First Steps system: • Funding for:	Activities carried out to fulfill First Steps mission: • Assess family concerns and priorities • Develop and review IFSP collaboratively • Provide early intervention services that respect family choices and support their involvement • Provide educational support for families to learn about their rights and how to be an advocate	Products of system activities: • Family concerns and priorities are assessed • Number of IFSP outcomes targeting the families' knowledge of rights, service options, and self-advocacy • Families are supported to request/choose goals, services, and supports during IFSP meetings • Families attend training and/or access other educational opportunities	 Families know about their rights under First Steps Families know about the array of possible service options for meeting their needs Families know about the actions they can take and strategies they can use in advocating for services and supports Families request and choose outcomes, services, and supports in First Steps 	 Families exercise their rights and effectively problemsolve situations when disagreements arise concerning the selection of outcomes, services, and/or supports Families seek out information and become knowledgeable of their rights, possible service options, and strategies for advocating in other service systems 	Families advocate by exercising their rights in requesting and choosing goals, services, and supports	

Outcome #7: Communities are informed of and promptly refer families to First Steps.

Resources &	A . 12 . 21	0.45.45	Outcomes (Participant benefits)				
Inputs	Activities	Outputs	Initial Outcomes	Initial Intermediate Long			
Resources dedicated and consumed by First Steps system: • Funding for:	Activities carried out to fulfill First Steps mission: • Develop and distribute public awareness & child find informational materials • Involve broader community as members of local planning and coordinating councils • Outreach to community programs and settings	Products of system activities: • Materials are developed and distributed • Public awareness and child find activities are conducted • Number and type of referral resources receiving materials	Communities know about First Steps and its benefits to children and families and the referral procedures	Communities are informed of and promptly refer families to First Steps	All eligible children and families are informed of and promptly referred to First Steps		

Outcome #8: Communities welcome and fully include children with disabilities and their families (e.g., child care, transportation, retail, housing, employment)

Resources &	Activities	Outputs	Outcomes (Participant benefits)		
Inputs	Activities	Outputs	Initial Outcomes	Intermediate Outcomes	Longer-term Outcomes
Resources dedicated and consumed by First Steps system: • Funding for:	Activities carried out to fulfill First Steps mission: • Develop and distribute informational materials • Develop IFSPs targeting community participation and inclusion • Deliver early intervention services in everyday routines, activities, and places • Involve broader community as members of local planning and coordinating councils • Outreach and support of community settings and programs	Products of system activities: Informational materials are developed and distributed Number of IFSPs outcomes targeting community participation and inclusion Services are delivered in everyday routines, activities, and places A number and variety of community outreach and support activities are conducted Number and type of community settings outreached and supported		Community programs for young children (e.g., child care centers and homes, preschools) include and appropriately serve children with disabilities and their families	Communities welcome and fully include children with disabilities and their families (e.g., child care, transportation, retail, housing, employment)

Outcome #9: Communities provide all families access to health care services

Resources &	Aug. Man	0.45.45	Outcomes (Participant benefits)		
Inputs	Activities	Outputs	Initial Outcomes	Intermediate Outcomes	Longer-term Outcomes
Resources dedicated and consumed by First Steps system: • Funding for:	Activities carried out to fulfill First Steps mission: • Develop and distribute informational materials concerning health care services • Outreach to community leaders and service agencies • Assess family concerns and priorities concerning health care needs • Develop and review IFSPs targeting family concerns and priorities regarding health care needs • Provide service coordination to link families with needed health care services	Products of system activities: • Materials are developed and distributed • A variety of community outreach activities are conducted which include a variety of community leaders and service agencies • Family concerns and priorities concerning health care needs are assessed • Number of IFSPs outcomes targeting linking families to needed health care services • Families are linked with available health care services	Communities know about the health care needs of its young children and families and the extent to which families are able to access health care services	Community agencies and programs refer families needing health care services to existing state and federal programs	Communities establish accessible health care services 24 hours, 7 days a week Communities provide all families access to health care services

Section 2: Measurable Indicators of Initial and Intermediate Outcomes

Outcome #1: Children attain essential and important developmental skills

1. Children attain essential and important developmental skills in the areas of: cognition, communication, fine motor, gross motor, self-help, and social/emotional.

Measurable Indicators:

- Number and percent of children who demonstrate measurable increases in their development (monthly developmental gains) at annual IFSP reviews and upon exit in those areas addressed by First Steps.
- Number and percent of children who attain, or made progress attaining, important developmental skills as reported by families and providers at IFSP meetings.

2. Children function more independently in everyday routines, activities, and places.

Measurable Indicators:

- Number and percent of children who demonstrate one or more functional skills in everyday routines, activities and places.
- Number and percent of families who report that their children are able to function independently in one or more everyday routines.
- 3. Children do not need, or need fewer, specialized services in the future.

Measurable Indicators:

Number and percent of children who need no specialized services upon their exit from First Steps.

Outcome #2: Children participate in inclusive community activities, settings, and routines.

1. Children spend time in inclusive community activities, settings, and routines.

Measurable Indicators:

- Number and percent of families who report that their children have had 1-2 opportunities in the past month to accompany their family in everyday family routines out in the community.
- Number and percent of families who report that their children have 1-2 opportunities in the past month to participate in everyday family-community activities, settings, and routines (e.g. shopping, church, child care, etc.).

2. Children participate in inclusive community activities, settings, and routines

Measurable Indicators:

Number and percent of families who report that their children participate in 2 or more everyday community activities, settings, and routines in the past month.

Outcome #3: Children (and families) are safe, healthy, and well nourished.

1. Families know about available safety, nutritional, health care, and insurance services and programs.

Measurable Indicators:

- Number and percent of families who report that the service coordinator offered information about programs they can access for information and support in the areas of home safety, nutrition, health care, and insurance
- Number and percent of families who report they know:
 - recommended well-child health care and immunization schedules,
 - common household safety measures,
 - recommended nutritional diet guidelines
 - safe and appropriate parenting practices (e.g., use of safety seats, sleeping, etc.);

2. Children and families receive regular, comprehensive preventive, acute, and chronic health care services.

Measurable Indicators:

- Number and percent of families who report their children have a physician who is seen regularly for well child checkups and illnesses.
- Number and percent of families who indicate that they have completed all well-child care checkups.
- Number and percent of families who indicate that their children are up-to-date on immunizations for their children's age, or have a medical reason that they aren't.

3. Families keep their children safe and healthy.

Measurable Indicators:

- Number and percent of families who follow recommended:
 - well-child health care and immunization schedules,
 - common household safety measures,
 - nutritional diet guidelines
 - safe and appropriate parenting practices (e.g., use of safety seats, sleeping, no smoking).

Outcome #4: Families participate as members of the early intervention team and carry out recommendations that help them to help their child.

1. Families know about the roles and actions they can take as members of their family's early intervention team.

Measurable Indicators:

- Number and percent of families who can identify the major roles and actions they can take as members of their family's early intervention team.
- 2. Families participate as members of the early intervention team and carry out recommendations that help them help their child.

Measurable Indicators:

- Number and percent of families who contributed information about their children and family during the last assessment.
- Number and percent of families who contributed IFSP outcomes at the last IFSP meeting.
- Number and percent of families who contributed IFSP strategies and services at the last IFSP meeting.
- Number and percent of families who express agreement and understanding of the IFSP outcomes and strategies in their last IFSP document.
- Number and percent of families who carry out one or more of the activities written into the last IFSP.

3. Families participate as members of individual service planning teams outside of the First Steps system (e.g., case conference team, transition)

Measurable Indicators:

- One year after exiting First Steps services, the number and percent of families who report participating as members of individual service planning teams in the following ways:
 - contributing information about their children and families
 - contributing to the recommended goals
 - contributed to the recommended strategies and services
 - agreeing with the majority of recommended goals and services

Outcome #5: Families are connected to other families and natural community supports for emotional support.

1. Families know about other families and community resources and how to access them.

Measurable Indicators:

- Number and percent of families who are able to identify sources of emotional support from family, friends, other families, and/or community resources.
- 2. Families seek out and access other families and/or community resources when needed for emotional support.

Measurable Indicators:

Number and percent of families who report seeking out and successfully accessing other families and/or community resources for emotional support when needed.

Outcome #6: Families advocate by exercising their rights in requesting and choosing goals, services, and supports.

1. Families know about their rights under First Steps.

Measurable Indicators:

- Number and percent of families who report they know about and understand all of their major rights under First Steps.
- Number and percent of families who can identify the major roles and actions they can take as members of their family's early intervention team.

2. Families know about the assessment, IFSP development, and service delivery process.

Measurable Indicators:

- Number and percent of families able to identify the purpose and activities associated with the evaluation and ongoing assessment of their children and family.
- Number and percent of families able to identify the purpose and activities associated with the IFSP development and review process for their children and family.
- Number and percent of families able to identify the purpose and activities associated with the services provided to their children and family.

3. Families know about the array of possible service options for meeting their needs.

Measurable Indicators:

- Number and percent of families who report that they have seen the matrix of service providers.
- Number and percent of families who report that they were provided with unbiased information about the choices available to them

4. Families know about the actions and strategies they can take in advocating for services and supports.

Measurable Indicators:

Number and percent of families who can identify the actions they can take in advocating for services (e.g. choosing providers, adding, changing or deleting providers or services).

5. Families request and choose outcomes, services, and supports in First Steps.

Measurable Indicators:

- Number and percent of written IFSPs that include family-requested outcomes, services or supports.
- Number and percent of written IFSPs that include family-chosen outcomes and services.

6. Families exercise their rights and effectively problem-solve situations when disagreements arise concerning the selection of outcomes, services, and/or supports

Measurable Indicators:

- Number and percent of families who disagree with First Steps providers and choose to exercise their rights in voicing their disagreement, refusing permission, or making alternative choices.
- Number and percent of families who disagree with First Steps providers and use effective problem solving strategies to resolve their disagreement.

7. Families seek out information and become knowledgeable of their rights, possible service options, and strategies for advocating in other service systems

Measurable Indicators:

One year after exiting First Steps, the number and percent of families who report they sought out and are knowledgeable of their rights, service options, and strategies for advocating in their current service system.

Outcome #7: Communities are informed of and promptly refer families to First Steps.

1. Communities know about First Steps and its benefits to children and families.

Measurable Indicators:

- Number and percent of each of the following community entities able to identify the purpose and benefits of the First Steps system:
 - •Community social service agency contacts,
 - •Health care providers,
 - •Child care and early education providers,
 - •Local government contacts, and
 - •Faith communities.

2. Community referral sources know about the system point of entry and how to refer families.

Measurable Indicators:

Number and percent of targeted community referral sources able to identify the system point of entry and procedures for referring families.

3. Communities are informed of and promptly refer families to First Steps.

Measurable Indicators:

Of the families who enter the First Steps system, the number and percent of families who are referred by target community contacts within one month of an expressed or identified concern.

Outcome #8: Communities welcome and fully include children with disabilities and their families (e.g., child care, transportation, retail, housing, employment).

1. Community programs and settings know about the benefits of including children with disabilities and their families, and state and federal laws concerning disability access.

Measurable Indicators:

- Number and percent of targeted community programs and settings able to identify the benefits and legal requirements of including children with disabilities and their families.
- 2. Community programs for young children (e.g., child care centers and homes, preschools) include and appropriately serve children with disabilities and their families.

Measurable Indicators:

- Number and percent of community programs for young children that enroll children with disabilities.
- Number and percent of families who report that their children have accessed community activities and programs in the past month.
- Of the families who need out-of-home child care, the number and percent who report that their children receive child care in typical home or center-based settings.
- Number and percent of families who report that in the past 3 months a community program for young children

- would not enroll, or discouraged them from enrolling, their child.
- For children who are enrolled in community programs, number and percent of families who report satisfaction with the appropriateness of services provided to them and their children.
- For children who are enrolled in community programs, number and percent of those children for whom First Steps providers report satisfaction with the appropriateness of the services.

Outcome #9: Communities provide all families access to health care.

1. Communities know about the health care needs of its young children and families.

Measurable Indicators:

Number and percent of local government and community leaders (including state and congressional representatives) who publicly identify access to health care for young children and families as an important issue needing to be addressed.

2. Communities know about existing state and federal health care and insurance initiatives.

Measurable Indicators:

Number and percent of local education, social service, and other community programs serving families of young children that report knowing about all health care services available to children and families.

3. Communities know about continuing challenges that prevent families from accessing health care services.

Measurable Indicators

Number and percent of community leaders and service providers who are able to identify one or more of the challenges families of young children have in accessing health care.

4. Communities know about gaps in health care services effecting children with disabilities and their families.

Measurable Indicators:

Number and percent of community leaders and service providers who are able to identify one or more gaps in health care services effecting children with disabilities and their families (e.g. respite care, therapies not covered benefits, etc.).

5. Community agencies and programs refer families needing health care services to existing state and federal programs.

Measurable Indicators:

- Number and percent of local education, social service, and other community programs for young children that report referring families to existing health care service programs.
- Of the First Steps families expressing the need for health care services, the number and percent who indicate that they were informed of and referred to an existing health care service programs.